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MANPOWER AND EMPLOYMENT PLANNING INSTITUTIONS, THEIR STAFFING ARRANGEMENTS AND POLICIES IN LIBERIA

(An overview)

MANPOWER AND EMPLOYMENT PLANNING INSTITUTIONS, THEIR STAFFING ARRANGEMENTS AND POLICIES IN LIBERIA[1/]

I. Introduction

1. This paper attempts to analyse the status and effectiveness of existing manpower and employment planning machineries, their staffing arrangements and human resources policies in Liberia. The analysis shows that though many laudable efforts have been made by the Liberian Government over the years, the human resources management system in Liberia continues to suffer from (i) weak, ineffective and disintegrated national and sectoral manpower units and departments at the operational level; (ii) an acute shortage of qualified and trained manpower and employment planners within the economy; and (iii) the absence of a set of clear, comprehensive and appropriate manpower development and utilization policies and strategies for national development.

2. The combined consequences of these inadequacies have not only resulted in a poor and inadequate data base for estimating present and future manpower supply and demand within over-all national planning, but have also intensified the dychotomy of the shortage of critical manpower on the one hand and the mis-match and underutilization of the few available critical skills on the other. The need for prompt action to reverse this undesirable situation is ever more pressing particularly given Government's plans to diversify, modernize and expand the economy within a framework of a Liberianized work force. A logical starting point is to evaluate what exist, with the aim of instituting appropriate measures and tactics that would strengthen institutional and staffing capabilities for data collection, processing and analysis as well as for policy formulation and policy implementation.

3. The issues raised in this paper therefore should be regarded as a contribution towards this starting point. As such, they are intended to provide a broad background to the various topics and exercises that will be dealt within the Manpower and Employment Planning Staff Development Workshop.

II. Status of Manpower and Employment Planning Institutions in Liberia

(1) Earlier Attempts at Human Resources Management

4. In 1966 a Manpower Commission (MPC) was created by legislation as a subsidary body of the National Planning Council. The Commission was expected to:

- recommend methods of recruitment in order to ensure an adequate supply of labour;

[1/] This paper benefits from a study commissioned by the UNECA on the Status and Effectiveness of Existing National Manpower and Employment Policies, Administrative Machineries and Staffing Arrangements in Liberia undertaken by Mr. David P.G. Kialain in November 1984.

- recommend incentive measures which would motivate Liberians to pursue careers in the needed but shortage occupations;
- formulate educational targets together with a feasible programme for the improvement and expansion of education and training;
- identify training needs for the semi-skilled and skilled workers;
- recommend a scholarship programme that is required to foster high-level manpower; and
- implement the manpower plan.

5. The Manpower Commission was composed of representatives from:

- The Ministry of Finance
- The Ministry of Foreign Affairs
- The Ministry of Labour and Youth
- The University of Liberia
- The Civil Service Commission
- Labour and Management Organizations
- The Ministry of Education (Chairman)
- The Ministry of Planning and Economic Affairs (Secretariat)
- The Ministry of Agriculture
- The Ministry of Commerce, Industry and Transportation
- The Ministry of Internal Affairs
- The Ministry of Public Works and Utilities
- The Ministry of Defence

6. Members of the Commission were expected to meet periodically to formulate manpower policies in terms of population, employment, education, and manpower training in accordance with the Commission's general objective. To facilitate the formulation of such policies, the Ministry of Planning and Economic Affairs was designated as the Secretariat to the Commission charged with the responsibilities to:

- assess the present short-term, medium-term and long-term requirements for trained Liberians at various levels of skills;
- evaluate existing internal and external facilities for education and training; and
- investigate, from technical and financial standpoints, possibilities of organizing employment projects designed to reduce unemployment and underemployment.

7. Sadly, the Manpower Commission held its first meeting in 1970 - four years after its creation. This indicates that those manpower and employment policy measures stipulated in the 1967-1970 Development Plan, though very general, were not implemented by the Commission. Following that, only a few meetings were held concentrating on technical matters rather than policy issues. All in all, the Commission failed to produce the needed policy measures and guidance in respect of population, employment, education and training during its life span.

8. There were many factors responsible for the failure of the Commission to implement its functions as assigned by the Manpower Act of 1966. Among them was the lack of a functioning secretariat equipped with professional manpower planners, economists and statisticians. The Ministry of Planning and Economic Affairs,

though designated as the Secretariat, did not have a human resource management unit within its organization to serve as the technical arm to the Commission. Consequently, the Ministry failed the Commission by its inability to assess manpower requirements, evaluate education facilities and organize employment projects to curtail unemployment and underemployment as expected. Other short comings included the lack of interest in manpower planning on the part of those concerned; the extreme duplicated compositional structure of the Manpower Commission, the National Planning Council and the Cabinet, and the lack of proper co-ordination and communication.

9. The above situation cost the Government a great loss in terms of finance and human efforts. Of prime significance, manpower surveys conducted during that period neglected their objectives and were unscientifically planned and executed. All this deprived the Commission of basic data and analytical alternative suggestions needed to formulate and implement human resources development and utilization strategies and policies.

10. A major attempt at revitalizing the human resources management system was made in 1973 in line with recommendations of a Human Resources Development Mission headed by the ILO involving the participation of five other international organizations. The highlight of this attempt, was the creation of a manpower planning unit within the Ministry of Planning and Economic Affairs, under the first World Bank Education Project. The unit was to provide the needed technical arm to the Commission. The principal output of the unit was the Indicative 10-year Manpower Plan of Liberia. By late 1974, the unit was institutionalized and elevated to a divisional status. A vigorious staff development programme and data gathering activities were pursued which marked the beginning of manpower and employment planning as a systematic process in Liberia.

(2) Recent Human Resources Management Institutions

11. Though nothing much is left of or heard about the Manpower Commission, there are presently two principal national organs in Liberia charged with the responsibility of manpower and employment planning functions, viz. the Social Planning Division located in the Ministry of Planning and Economic Affairs, and the Department of Planning and Human Resources Development in the Ministry of Labour. These two are complemented by a number of sectoral manpower and employment planning organs.

(i) Social Planning Division: Ministry of Planning & Economic Affairs

12. In 1981, the Ministry of Planning and Economic Affairs effected a change in its administrative organization. As a consequence of this change, the Manpower Planning Division was abolished and replaced by the Social Planning Division. The new Division was made up of a Manpower and Employment Unit, an Education and Training Unit, and a Health, Social Services and Housing Unit.[1/]

[1/] Ministry of Planning and Economic Affairs, 1982 Annual Report, Monrovia, 1982.

It was envisaged that the Social Planning Division would strive to develop and achieve development planning objectives in the areas of Manpower and Employment Management, Education, Health, Social Services and Public Housing. Basically, in accordance with the Ministry's general terms of reference, this sectoral arrangement is intended to improve the capacity of the Division to identify sectoral development projects for funding and to assist agencies responsible for implementing associated social sector programmes in terms of project preparation, monitoring and evaluation.

13. Within this framework, the Manpower and Employment Unit, which is of primary concern to us in this paper, is charged with the responsibility of collecting all relevant information regarding employment, unemployment, under-employment, and manpower supply and demand conditions in the country. The Unit is to also analyze expatriate employment and coordinate with other government and non-government agencies matters relating to the formulation of manpower and employment policies.

14. Presently, the Unit is faced with two interrelated problems: First is its inability to obtain adequate administrative support, and secondly, the unit lacks an effective incentive system to attract, motivate and retain capable staff. Together, these two have affected adversely the performance level of the Unit.

(ii) Department of Planning and Human Resources Development: Ministry of Labour

15. The second principal national manpower and employment planning organ is the Department of Planning and Human Resources Development located in the Ministry of Labour. The Department, headed by a Deputy Minister, is sub-divided into three bureaus headed respectively by an Assistant Minister. These are:

- Bureau of Manpower Planning, Development & Utilization;
- Bureau of Labour Statistics and Research;
- Bureau of Employment Services

16. The Department is mandated, through the collective efforts of the above Bureaus, to[1/]

- formulate programmes which will give guidance to the nation's human resources development and promote their effective utilization;
- control and screen alien applications for gainful employment in Liberia;
- collect, compile, analyze and distribute relevant information on labour matters;
- provide information on job vacancies and assist Liberian job-seekers to gain employment; and
- assist and advise unskilled job-seekers to understand their potentials and thereby make free occupational choices.

17. The Department equally lacks adequate administrative support and the ability to recruit, retain and motivate competent staff in the discharge of its duties.

1/ Ministry of Labour, Annual Report 1983, Monrovia.

In addition, functions of the Bureaus are not well articulated towards ensuring a comprehensive and functioning human resources management system.[1/] Not only have these constraints diminished the growth and activities of the Department, they have also minimized its levels of efficiency and effectiveness.

(iii) Sectoral Organs

18. Complementing the activities of these two organs are a number of sectoral organs dealing with human resources management. These include (a) the Bureau of Planning in the Ministry of Education which deals with curriculum planning, education planning, school facilities planning and education data collection; (b) personnel departments or units within various ministries, agencies and enterprises looking after their respective staff recruitment, retraining, payment, promotion, career development, discipline, productivity and general welfare issues; and (c) human resources units in several large enterprises which, in addition to normal duties of personnel departments, prepares short and long-term manpower needs schedules for specific enterprises.

19. What emerges is a framework for an overall human resources management system. A major weakness of the framework is that the activities of these organic parts are far from being integrated with those carried out by the Ministries of Labour and Planning and Economic Affairs. In most cases, these complementing organs adopt inward-looking approaches in their activities with little or no reference made to the activities of the two national organs. The magnitude of this dis-integration of activities is intensified by the lack of a machinery to effect co-ordination and communication between various human resources management organs. Reversing the situation would require among other things, policy formulation and the strengthening of existing institutional inter-relationships.

III. Effectiveness of Manpower and Employment Planning Institutions in Liberia

20. Complementary sectoral organs for manpower and employment planning, particularly those within the non-public sector, are more viable in their level of effectiveness than the Social Planning Division and the Department of Planning and Human Resources Development. Despite the existence of the two latter organs, basic processed data needed for manpower and employment planning is almost non-existent. This makes effective manpower and employment planning almost impossible since the exercise would largely depend upon the availability of past and current statistics on manpower requirements and supplies. Worse still, whatever statistics that are available are more often of ad-hoc variety thus lacking continuity and prohibiting comparability with other data.

21. The root cause of ineffective manpower and employment planning is not solely with the non-availability of data as may have been implied above. This is only a symptom. To ensure effective planning, institutional arrangements themselves must be effective in (i) their inter-relationships with other organs within the aggregate development system, (ii) programme planning, and execution, and (iii) staff development and utilization. The situation in Liberia, as briefly discussed below shows signs of difficiencies in these three respects.

[1/] For a detailed discussion of a comprehensive human resource planning sub-system functions, refer to working document No. 11 of the workshop.

This has left the level of effectiveness of manpower and employment planning institutions in Liberia far from being desirable.

(i) Operational linkages

22. On the whole, there is a lack of operational linkages between and within the principal manpower and employment planning agencies and the sectoral organs responsible for manpower and employment planning. Unlike the past, when various responsible organs could meet periodically under the direction of the Manpower Commission to discuss and harmonize programmes and activities, very little is done presently to ensure this vital element for effectiveness. Data gathering forms are not exchanged nor fully discussed among concerned staff within and between units. Collaboration in survey design and conduct is usually at an undesirable level. More often than not these various organs work in isolation resulting in possible duplication of efforts and wastage of scarce resources.

23. This makes the need for developing and strengthening the necessary linkages a matter of priority. The two principal organs responsible for manpower and employment planning should take the lead by instituting programmes that would assist and facilitate individual sectoral units with their programme design and execution. Additionally, an assessment of on-going and planned manpower and employment planning activities of each organ needs to be undertaken and reconciled if necessary.

(ii) Programme planning and execution

24. Poor programming and other factors have led to the relative poor performance of the two principal organs responsible for manpower and employment planning during the last few years. The results of numerous activities have not been able to justify the inputs allocated to those activities. In other words, the level of effectiveness of these institutions, in terms of programmes costs-effectiveness, is far from being desirable. A brief analysis of a few examples could substantiate the above observation.

(a) The 1982 manpower survey

25. During the 1980-83 period, an attempt was made to improve the data base necessary for formulating and managing a meaningful manpower development and utilization policy. With the assistance of the United Nations Development Programme (UNDP), a Second National Manpower Planning Project was undertaken. The project was planned to be implemented in three phases, viz. a manpower survey based on an establishment approach, a labour force survey based on the household approach and an informal sector study.

26. The manpower survey, conducted in 1982 with ILO technical assistance staff, was aimed at providing information that would facilitate an understanding of the current manpower situation in the country. Unfortunately, this is the only phase of the project which was implemented. Worst still, the ILO consultant had to leave upon completion of his contract without finalizing the survey report. The survey scanty data were however, tabulated by the U.S. Bureau of Census in collaboration with another ILO consultant who had been contracted for a period of three (3) months to:

- study and analyze the survey results for purposes of manpower and employment planning;
- assess present and future manpower requirements on the basis of such analysis; and
- conduct on the job training for Liberian staff associated with the analysis.

27. According to the team, the data collected were faulty and incomplete and as such it is not possible to conduct any analysis as required by the team's term of reference. Inadequate design of the survey instruments and tabulation plan were said to have attributed to the poor results. Besides, the survey data have the aspect of a descriptive employment survey failing to interweave the system of occupational classification with the skill categories relevant to manpower surveying. The data-processors of the U.S. Bureau of the census particularly observed that a "substantial portion of the data collected is of poor quality and cannot provide useful results".[1] Commenting on the questionnaire, the Bureau of Census adds that "... had a pretest been done, several questions that are conceptually vague or ambiguously worded would have been deleted".[2] It further observes that "... in addition to the vagueness and ambiguity, the structure of the questionnaire leaves much to be desired ... providing minimal pre-coding of some categories and lacking in coding to facilitate data entry".[3] What is more, these shortcomings are compounded by an inadequate sample frame leading to under-coverage and an undue pro-Monrovia bias in reporting.

28. Evidently, from the point of view of employment surveying, the exercise falls short of technical requirement. From current indications, a reported employment level of some 112,000 has apparently fallen short of a probable 160,000. Besides, the procedural omission makes it impossible to quantify the pool of high and middle-level skills. Whatever analysis that can be done with the existing 1982 Manpower Survey data does not significantly contribute to the understanding of present and future manpower requirements, which was its original objective.

29. A review of the employment and manpower chapter of the Second Four Year Socio-Economic Development Plan shows how crucial are suitable data to the integration of manpower and employment planning into economic planning. This is a matter of grave concern considering the fact that presently available data do not in any way enhance the prospects for this outcome and in present conditions of growing global and structural imbalances in the labour market. In consonance of the above, Government is considering a repeat of the manpower survey, so as to obtain data which would be used together with the results of the 1984 census to prepare a report on the manpower situation needed to design manpower and employment programme, for the Third Socio-Economic Development Plan which should commence in July, 1985.[4]

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[1] U.S. Bureau of Census, Summary Report on Data Quality and Major Findings, Washington D.C., 1984.

[2] Ibid

[3] Ibid

[4] To what extent progress has been made is not known at time of writing.

(b) Activities of the Ministry of Labour

30. What is fundamentally lacking for effective programming is an appropriate organ that would undertake the overall task of manpower and employment planning as well as provide, facilitate and strengthen inter-agency communication and co-ordination. Such organ would, above all, promote closer working relations between sectoral units and be charged with the responsibilities to:

- lay down appropriate standards and concepts for carrying out all manpower surveys and collection of manpower data;
- collect, analyze and present manpower supply data including current outputs as well as future outputs of skills from all formal and informal educational and skill development institutions;
- carry out all analytical work as distinct from mere data collection including short term and long term projections of manpower requirements of various skills and match them in relation to expected outputs.

31. Earlier, the broad functions of the Ministry of Labour relative to manpower and employment planning were spelt out. The appropriateness of the role of Ministry of Labour in manpower and employment planning cannot be overemphasized. The Government expects the Ministry to assume greater responsibility in manpower and employment planning eventhough the current line of demarcation between the Ministry of Planning and Economic Affairs and the Ministry of Labour in this respect is not very clear. It could have been most appropriate for the major responsibility of organizing and administering employment services and designing and implementing employment creation and productivity enhancement strategies to rest with the Ministry of Labour.

32. Though the Department of Planning and Human Resources Development is accorded a higher status than the Manpower and Employment Unit of the Ministry of Planning and Economic Affairs in terms of administrative organization and staffing arrangements, it is not as effective as it should be. A possible factor could be the rapid turnover of staff. This makes it difficult to develop a consistent and comprehensive programme to justify the need for basic logistical support required for the full discharge of the Ministry's functions. In addition, the Ministry's activities have been constrained by increased reduction in budgetary support in response to national budgetary reductions across the board.

33. Recently, very little has been accomplished in the area of manpower and employment planning by the Department of Planning and Human Resources Development. Outputs have been less than desirable in the areas where the Department has concentrated its efforts and resources. For example, the Division of Alien Registration and Liberianization recorded 3,432 expatriates as registered in 1983. Using the Division's alien registration files, the Manpower and Employment Unit in the Ministry of Planning and Economic Affairs reported 6,100 expatriate workers for the same period. The discrepancy in both figures reflects the level of effectiveness in the Department's performance.

34. The situation regarding employment and other labour statistics is equally severe for the present arrangements are far from adequate. The Division of Labour Statistics and Research conducts monthly survey of employment, but due to several problems, the survey coverage and reliability need considerable improvement. The number of establishments that respond to this survey is less than 25% of the total number of establishment assumed to exist in the country.

Furthermore, the response rate fluctuates greatly from one period to the next. This is partly because individual employers are to pickup the questionnaires, complete and return them with no follow-up on defaulters primarily because of the absence of logistics and up-to-date national list for identifying non-respondents. This situation needs urgent improvement if the Division to be effective within the system.

(iii) Staffing capabilities

35. Another disturbing factor which intensifies manpower and employment planning institutional ineffectiveness relates to staffing matters. In the case of Liberia there are three elements that affect institutional performance. First, there is a shortage of trained and qualified middle-level manpower and employment planners and statisticians. Secondly, staff and unit functions are not adequatley defined and delegated. Finally, the staffing organizational pattern is vertical rather than horizontal thus lacking in scope. These are reflected in Tables 1 and 2 below.

36. Analysis of the tables suggests the urgent need for measures to strengthen the staffing capabilities of the Manpower and Employment Planning Unit within the Ministry of Planning and Economic Affairs and the Department of Planning and Human Resources Development. Such measures could include attracting new and qualified personnel, reviewing and harmonizing staff functions in relation to expected institutional outputs, and developing and implementing a staff up-grading plan and programme preferably along the lines indicated in the last columns of Tables 1 and 2.

Table 1. Staffing Profile of the Manpower and Employment Planning Unit in MPEA by qualification, specialization, designated terms of reference and training needs as at November 1984

Title/qualification/ specialization	Actual Work Performed	Training Needs
Director, Social Planning Division **M.A., Economics**	Under the guidance of the Assistant Minister for Sectoral Planning, Director formulates work plan for the Division and supervises its implementation. Undertakes the planning and implementation of all studies conducted by the Ministry of Planning and Economic Affairs for manpower and employment planning as well as carry out other miscellaneous duties assigned by the Minister of Planning and Economic Affairs and his Deputy for Planning.	One-month study tour of manpower planning organizations in developed and developing countries. The study tour should be designed to expose him to new approaches to manpower and employment planning and to review successful programmes in manpower and employment planning.
Chief, Manpower & Employment Unit **M.A., Public Administration**	Serves as Principal Assistant to the Director of the Social Planning Division. Specifically, undertakes manpower, employment and other statistical studies aimed at formulating national socio-economic development programmes; and carries out other duties that are assigned from time to time.	A nine-month fellowship designed to upgrade the knowledge and skills in national manpower employment planning sub-divided into six-month theoretical training and three-month attachment to a large organization engaged in national manpower and employment planning in a developing country with successful experience in manpower planning.
Planning Officer, Grade 1 **Diploma in Demography and Statistics**	Responsible to conduct actual manpower and employment survey, interviews, collect public and quasi-public sector employment statistics including expatriate employment; and compile, code and tabulate manpower and employment information.	Three-month fellowship designed to expose the Planning Officer to the techniques and new approaches in manpower survey methodology and data processing.

Title/qualification/ specialization	Actual Work Performed	Training Needs
Junior Planning Officer Grade 1 Second Year College Economics	Assist the Director, the Cheif of Manpower Employment Unit and the Planning Officer to carry out their duties.	Two-year baccalaureate programme in Economics and Statistics with special programme in manpower and employment planning.
Planning Officer Grade 2 High School graduate	Same as the duties of Jr. Planning Officer No. 1.	A four-year baccalaureate programme in Economics with special emphasis on Manpower Planning Methodology.

Note: Besides minor adjustments, the Table is obtained from the study on "The Status and Effectiveness of Existing National Manpower and Employment Policies, Administrative Machineries and Staffing Arrangements in Liberia.

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Table 2: Staffing Profile of the Department of Planning and Human Resources Development in the Ministry of Labour by qualification, specialization, designated terms of reference and training needs as at November 1984

Title/qualification/ specialization	Actual Work Performed	Training Needs
Deputy Minister Planning and Human Resources Development M.A., Management/Economics	Responsible to: - formulate programmes which give guidance to Liberia's human resources development and promote their utilization; - control and screen alien applications for employment in Liberia; - collect, compile, analyze and distribute relevant information on labour matters; - provide information on job vacancies and assist Liberian job-seekers gain employment; - assist and advise unskilled job-seekers to understand their potentials and thereby make free occupational choices.	One-month study tour of similar departments of labour in developing countries that are charged with similar responsibiliti

Title/qualification/ specialization	Actual Work Performed	Training Needs
Assistant Minister, Manpower Planning Development and Utilization M.A., International Relations	Duties yet to be defined	Three-month fellowship in manpower development and utilization planning.
Director, Manpower Planning B.Sc., Economics	Undefined as yet	Six-month fellowship training in manpower planning.
Assistant Minister, Employment Services Diplomas in Industrial Relations, Employment and Labour Market Information	Assists workers to find suitable employment and employers to find workers and assists them in their job placement; obtains information of job vacancies and requirements from employers for prospective employees/public; collects comprehensive labour market information.	Four-month training in the organization and management of employment exchange, employment services and labour market information in suitable developing country.
Director, Employment Services B.Sc., Economics	Serves as Principal Assistant to the Assistant Minister for Employment Services in Carrying out the functions outlined above.	Nine-month training in the organization and management of employment exchange, employment services and labour market information.
Assistant Director, Qualification and Specialization not given	Assists the Director in the discharge of his duties	Six-month training in the organization and management of employment exchange, employment services and labour market information.
Employers Relation Representative Qualification and specialization not given	Undefined as yet	One-month on-the-job training in industrial relations
Placement Officers (3) High school graduates	Assist in the placement of job-seekers	Two-month fellowship each in employment service and employment market information
Employment Officers (8) Qualification and Specialization not given	Undefined as yet	Undefined due to lack of clearly defined functions

Title/qualification/ Specialization	Actual Work Performed	Training Needs
Assistant Minister, Labour Statistics and Research Diplomas in Industrial and Labour Statistics B.A.	Administers labour statistics and research programmes, designed activities to collect, compile, analyze and disseminate labour market information	One-month fellowship training aimed at re-organization and strengthening the labour ministry's capacities and capability to produce comprehensive and meaningful labour statistics on a regular and continuous basis.
Director, Labour Statistics Diploma in Labour Statistics	In addition to assisting the Assistant Minister for Labour Statistics and Research in the discharge of his duties, he is fully responsible for the preparation of the required questionnaire for conducting field investigation and collecting employment and other labour market information.	Two-month refresher course in labour statistics and research methods.
Assistant Director Qualification and specialization not given	Serves as Principal Assistant to the Director of Labour Statistics	Four-year degree programme in Labour Statistics
Chief Statistician Diploma in Statistics	Collects labour statistics and tabulate same	Two-month diploma course in research methodology
Research Officer B.A., Economics	Serves as Principal Research Assistant to the Director in conducting labour studies	Two-month diploma course in research methodology
Statistical Officers Diplomas in Labour Statistics	Undefined as yet	Training on-the-job
Director, Vocational Guidance and Counselling M.A.; Vocational Guidance and Counselling with emphasis in vocational/ technical education plus additional specialized training in vocational guidance and counselling	Undefined as yet	Three-month refresher course or study tour in problem solving and group dynamics

Title/qualification/ specialization	Actual Work Performed	Training Needs
Assistant Director B.A., Sociology	Undefined as yet	Six-month course in vocational guidance and career counselling

Note: Same as for Table 1.

IV. National Manpower and Employment Policies

37. Although the Government of Liberia is making conscientious efforts to adopt a manpower and employment policy aimed at efficient development and utilization of her human resources in order to accelerate social and economic development she has yet to enunciate a clear manpower and employment policy. Outstanding among various efforts is the adoption of the Liberianization policy which arose out of the traditional dependence upon expensive expatriates to facilitate national economic growth. The objective of this policy, which was instituted more than ten years ago, is to achieve self-sufficiency in manpower resources as rapidly and as efficiently as feasible. Through this policy, which was instituted more than ten years ago, is to achieve self-sufficiency in manpower resources as rapidly and as efficiently as feasible. Through this policy it is hoped that a large and equitable share of high and middle-level occupations, which are currently occupied by expatriates, will be filled by qualified Liberians in the years ahead.[1/]

38. Due to the free enterprise nature of the Liberian economy, manpower and employment planning is carried out by central government while private enterprises are allowed to hire and fire in accordance with Liberian labour laws. Nevertheless, all employers are encouraged to ensure that the Liberianization policy succeeds.

39. In the past, Government has requested major employers to establish manpower development sections within their organization and to develop a schedule of Liberianization of their workforce. The development of such systematic implementation of the Liberianization schedule has diminished in recent years. Notwithstanding many private enterprises have contributed to manpower development in Liberia through the provision of training facilities tailor-made to meet the speical manpower needs of individual firms. By the

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[1/] 10-year Indicative Manpower Plan of Liberia, 1974-1984; Ministry of Planning and Economic Affairs, Monrovia, 1974.

manpower and employment policy so as to ensure maximum contribution of all firms towards solving the acute manpower and employment problems currently being confronted by the Government and the people of Liberia.

40. What has been clearly understood by the Government about this policy, is that Liberianization requires the availability of adequate Liberians who possess skills that will enable them to efficiently produce and distribute the goods and services needed for national socio-economic development. Investment in education and training and the development of manpower for strategic occupations to provide a broad range of essential professional and technical services must consequently take place on a systematic basis within the framework of a comprehensive human resource management system. Thus, to Liberianize, it is not enough to take a Liberian national and place him in an expatriate post within an establishment. The Liberian must have the requisite skills.

41. In consonance of this, systematic efforts are being made in education and training and developing Liberians as well as creating a conducive environment to promote effective and efficient utilization of the Liberian human resource base. Specifically, the Government has devised a manpower development strategy which is aimed at:

- qualitative improvements in education and training;
- the development of vocational training and technical education to meet key manpower requirements;
- the strengthening of educational and skill training, planning and administration; and
- the expansion of primary education.

42. According to the World Bank, Government is making substantial progress in improving access to education and in establishing education and training programmes to meet priority manpower requirements.[1/] From 1968 to 1980 for example, enrollments in pre-primary and primary schools increased from 120,000 to 228,000 and lower and upper-secondary school enrollments increased from 13,000 to 52,000. These are equal to average annual growth rates of 6% and 12% at the primary and the secondary levels respectively. In addition, the Government has tripled the annual output of trained primary school teachers, established agricultural training programmes for lower and middle-level personnel, and set up vocational and technical training programmes for all levels. Despite these efforts, Liberia continues to experience a shortage of strategic manpower which is indicative of the fact that the Liberianization policy has not been as effecitve as desired.

43. On the employment side, other than minimum wage legislation, labour-management negotiation rules and procedures and public servant employment regulations, very little has been done by way of policy formulation. Clearly, ennunciated policies on job creation, income distribution, productivity, and manpower mobilization are virtually non-existent. Needless to say that the

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1/ The World Bank, Staff Appraisal Report: Republic of Liberia Fourth Education Project, Washington D.C., 1982.

impact of these on economic growth and development is tremendous if properly planned and addressed. Accordingly, all efforts should be made towards the development of a comprehensive employment policy and those institutional requirements for making sure that the formulated policies are implemented.

(V) Conclusion and Programme of Action

44. The paper has attempted to set the stage for discussions and analysis of issues and methodologies for human resources policy formulation and management in Liberia. The underlying message is very clear. Policies, plans and strategies for human resources development and utilization in Liberia must be seen as part of the total, integrated package of national action for overall economic and social development. Full participation of relevant Ministries, enterprises and training institutions from the very start of the planning process will go a long way towards raising the level of co-ordination and ensuring that the programmes are coherently designed, manpower priorities identified, and the mechanisms for implementing the plan agreed upon.

45. The required human resources management system should extend beyond the macro-level to include the subsectoral and service sectors, with built-in mechanisms to monitor divergences between planned output and actual demand, as well as changes in technology, manpower skill mix and natural resource development. Manpower and employment planning should form an essential element within the system.

46. In order to ensure maximum effectiveness a co-ordinating body for human resources management must be established with clearly defined functions and well staffed with officers in the specified areas of planning, programming, implementation and monitoring of human resources development and utilization for national development.

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THE NATURE AND SCOPE OF HUMAN RESOURCE MANAGEMENT WITH IMPLICATIONS FOR MANPOWER PLANNERS IN AFRICA

(For discussion)

THE NATURE AND SCOPE OF HUMAN RESOURCE MANAGEMENT WITH IMPLICATIONS FOR MANPOWER PLANNERS IN AFRICA

I. Introduction

1. This working document is intended to (a) provide a framework towards the understanding of the nature and scope of human resource management and (b) highlight the role of the Manpower Planner in the process of human resource management for development. The treatment of issues and concepts as contained in this document transcends the traditional piecemeal, singular and disintegrated approach which, unfortunately, have guided human resource planning, development and utilization programmes in Africa over the years.

2. Accordingly, the document illustrates, analytically, the dynamic inter-relationships between human resource planning, its development and utilization, and the planning for and delivery of adequate health services, nutrition, food, housing and environment conditions. Its objectives therefore are to:

(i) alert Manpower Planners of the magnitude and linkage relationship of their role in the overall process of sectoral planning for national development; and

(ii) stimulate discussions amongst sector planners, practitioners, policy makers and programme executors with a view to guide and/or re-enforce their respective actions.

3. The document is to also serve as a background document to a series of working documents prepared by the ECA on human resource management for use in national manpower and employment planning staff development workshops. Consequently, it highlights and defines some basic conceptual issues and elements related to human resource management and what is expected of the Manpower Planner in the process. This analysis is followed by a summary of issues and questions designed to stimulate discussions and, the sharing of ideas on the nature and scope of human resource management as they particularly relate to respective countries and Africa in general.

II. The Nature and Objective of Human Resource Management

(a) Human Resouce as a Sub-set of a Nation's Natural Resoruces:

4. All nations are endowed with a set of NATURAL resource bases comprising of water, land, mineral and animal. The animal resource base consists of a human resource base and other animal resource base. The management and interplay of each of the natural resource bases, with the human resource base as the initiator and conductor, do create what is usually called "CAPITAL STOCK" or "VALUE" resource or "DEVELOPMENT" resource which then can be used to enhance further growth and distribution of development benefits. Foremost among the created resources are the following:

Money or financial resources
- cash (notes and coins)
- reserves (cash and gold)
- bonds and security
- liquid assets other than bonds and security

Capital or infrastructural resources

- tools and implements
- machineries
- houses
- roads and transport
- communication net work

Energy resources

- electricity
- gas
- water power
- solar

Manpower or human resources

- skills
- knowledge
- attitudes
- fitness
- efficiency

5. The extent to which a nation is able to institute policies and measures that would adequately create the above listed resources would determine the development index of that nation. Consequently, the establishment and operation of an effective management system which integrates the planning, development and utilization of the endowed natural resources should constitute a priority pre-occupation of any government. This pre-occupation should be centred around applying sound management principles in optimizing total socio-economic development efforts and in harnessing present and future value resources for the efficient production, distribution and consumption of goods and services.

6. Two pre-conditions must however be met if the above pre-occupation is to take on a meaning. First, there must be a systematic control over the FLOW, TYPE and SIZE of a given resource. In other words, the growth or diminishing trends of the resource stock will have to be determined and managed systematically. So would be the types and sizes of present and future reserves. Secondly, there must be a system and institutional arrangements which would ensure that the given resource base is well DEVELOPED, highly DIVERSIFIED and efficiently UTILIZED. Failure on the part of any government to ensure these two pre-conditions would lead to the dychotomy of a "rich yet poor nation" which characterises nearly all African nations.

(b) Elements of human resource management and implications for the manpower planner

7. To provide the systematic control and institutional arrangements, an effective resource management system will have to be developed and operated. The required system should have capabilities to (i) plan and co-ordinate activities and programmes, (ii) explore, mobilize, exploit and develop the given resource, and (iii) utilize the resource for the advancement of peoples' living standards. Three inter-woven techniques are required for optimizing the effectiveness of these capabilities. These are administration, organization

and execution of a system in relation to national endowments and needs.

8. With regards human resource management, these techniques can be described respectively as follows:

(i) Administration: the existence and adherence to or enforcement of rules, policies, procedures, guidelines and schedules for monitoring human resource status, planning, mobilization, development, deployment and utilization.

(ii) Organization: the establishment and operation of institutions and systems for (a) managing and administering human resource planning, development and utilization programmes and (b) executing the planning, development and utilization functions.

(iii) Execution: the actual commitment of resources and efforts towards the implementation of programmes and plans for the planning, mobilization, development, allocation and utilization of the nation's human resource.

9. As implied earlier, the human resource base initiates the transformation process of the other natural resource bases. This implies that the objective of human resource management should be aimed at the efficient development and utilization of the other resource bases. Consequently, a nation's manpower flow, type and size need to be monitored and human skills and knowledge developed and diversified with a view to creating a set of adequate and diversified value resources.

10. The Manpower Planner has a significant role to play in assuring that the activities associated with the administration, organization and execution of programmes to bring about the above results, are co-ordinated. This role should be aimed at establishing the necessary equilibrium between policies and strategies for human resource development as well as for matching manpower supplies and demands in accordance with national objectives, goals and resources. To be effective in undertaking this role, the Manpower Planner needs to have a clear understanding of the nature, scope and issues involved in human resource management as a starting point. Secondly, the Manpower Planner needs to be skillful at work and in negotiations at national and sectoral levels. The former would require the formulation of operational definition for basic concepts and the identification of the types and levels of "human values" or "human capital" that are demanded by various users of labour. The later would require the institution of staff development programmes and the granting of appropriate authority and priority to manpower planning.

11. Efforts are made in the rest of this document to highlight the complexities of these concepts and issues associated with human resource management. This is intended to stimulate discussions and to better focus the Manpower Planner on the nature and scope of human resource management.

III. What are Some of the Basic Concepts and What do They Mean?

12. Over the years, several definitions of human resource have emerged taking on different connotations for different groups. A synthesis of these interpretations suggests that generally human resource is understood as a vital factor input to national economic and social development. On the basis of this general notion,

many concepts have been or are being developed within the human resource management process. As expected, each has varying application in different countries and each taking on different connotations for different interest groups.

13. During the last few years, the Human Resources Development Section of the United Nations Economic Commission for Africa (UNECA) paid greater attention to defining some of the elements embodied in most of these concepts. This exercise has resulted in a thought process towards the development of operational definition for the widely used human resource management concepts. Included in these thoughts are the following:

14. Human Resource: Can be described aggregatively as a stock of a nation's human beings who can be drawn upon to bring about present and future production and distribution of goods and services. As such the human resource stock should be planned, developed and utilized on a systematic basis. There are three reasons for this.

15. Fist, human beings constitute a major national stock of potential resources with specific variables which occur naturally and crystalize into various types, forms and characters. The extent to which these variables, commonly referred to as human resources or manpower, can be effectively used in the production and distribution processes would determine the extent to which that nation's human stock can be called an effective human resource for national development. In other words as with the case of the variables of say the capital resources i.e.: houses, tools, roads, etc., the variables of the human resource could be developed or undeveloped, over-developed or under-developed, utilized or unutilized, over-utilized or under-utilized.

16. Secondly, at any given point in time, the composition of a nation's human stock is heterogeneous in nature. It is composed of male and female, young and old, abled and unabled men, women, boys and girls who are spread within various aged groups and dispersed over a geographic land space. The size of the stock within each of the above categories could be small or large depending on the trends of migration, fertility and mortality all of which are controlled by the human beings within the human resource stock. Additionally, and equally important, is that at any given point in time, the human stock is the prime benefactor of national production and distribution efforts of the human beings within the human resource stock. In short, though the human resource stock is the most difficult of all natural resources to develop and manage given its heterogeneousity, it could be said to be the most important natural resource or wealth of any nation particularly when it comes to activating the planning, development and utilization of the other natural resource bases.

17. Manpower or Human Resources: These are essential variables inherent within each unit of a nation's human resource stock. They are the resources available to each human being and can be traded between users and owners to improve their respective living conditions. These variables, whose combined effect would yield a high level of labour productivity if properly developed and utilized, are interchangeably referred to as "labour", "human capital", "human value", "manpower", "human power" and human resources. They can be described as follows:

Knowledge	- knowing about what is to be done
Skill	- knowing how to do that which is to be done
Attitude	- demonstrating a favourable inclination while doing that which is to be done
Kinet	- possessing the stamina or energy to put the knowledge, skill and attitude into practice to do what is to be done
Efficiency	- getting done what is to be done optimally with the least possible cost in terms of efforts, time and resources

18. What is unique about the above human resources when it comes to enhancing their contribution to national development, is that their development and deployment are not limited to external intervention of other human-power and nature as is with the case of variables inherent within each unit of the other natural resource stock. Their enhancement techniques also depend upon the abilities of owners of the resources to identify those resources as productive forces and to exploit efficiently the inward drive, initiative, goals, desires and curiosity which are invisible within every human being. In essence, each unit of the human stock has a major complementary role to play internally in the development and deployment of the inherent resources. Whenever this role is adequately played, the outcome is respectively called "self-development" and "commitment" either to one self or to an employer, both of which are essential for fostering aggregate growth and development.

19. Human Resource Planning: An analytic and systematic process which provides the basis for determining and monitoring measures and strategies that would manage (a) the in and out flow of men and women in the present and future work force (b) the distribution of the work force by sectors, region and industry, and (c) the number of human beings who can be drawn upon for production and distribution of goods and services for now and the future.

20. One could easily confuse the above definition with that for population planning. Though related, the two are indeed different in two respects. First, their relationship equations are different. The population planner is primarily concerned with the relationship between (a) a nation's total present and future human being and (b) that nation's ability to support the needs of the total number of people. The human resource planner on the other hand, is concerned with the relationship between (a) the number of human beings within a given human stock whose skills, knowledge, attitude and stamina can be used to provide present and future support not only for the nation's population but for population of other nations, and (b) measures by which the national economy mobilizes a group of people and provides for the effective development and utilization of their skills, knowledge, attitudes and stamina for production purposes.

21. Secondly, the population planner differs from the human resource planner in the treatment of their respective relationship equations. For instance, population planning concentrates primarily on one side of the equation while human resource planning deals with both sides of the equation. In other words, the population planner analysis are directed towards questions, issues and adjustments relating to the total number of people or population size in a given time and land space and how they are distributed leaving the national supportive capacity side of the equation to other sectoral planners. Whereas the human resource planner is concerned with the analysis of questions and issues that would lead to the formulation, monitoring and co-ordination of policies

and strategies not only for the mobilation and flow of an appreciable size of productive human resource stock, but also for the development and utilization of an occupationally diversified human stock at various levels.

22. Consequently, the process of human resource planning brings into equilibrium present and future labour market conditions through (a) the creation of operational linkages between the development of a nation's human resource and the deployment and utilization of that resource; and (b) the formulation of programmes, strategies and measures that would optimize labour productivity and minimize unemployment.

23. Manpower Development and Utilization Planning: As indicated earlier, manpower is a derived resource. It constitutes human skills, knowledge, attitudes, fitness and efficiency. These labour resources need to be carefully planned, developed and appropriately applied in relation to national needs and resources for a given population. This calls for an integrated approach involving all sectors of the economy with particular emphasis placed on health, nutrition, education, training, legislation, investment and labour allocation. The need for planning suggests that each sector develops capabilities to assess and determine policies and measures that would lead to the development of a sound human resource base. This is where manpower planning would make its major contribution.

24. What is this manpower planning which is often confused with human resource planning? It could be regarded as a systematic and analytic process which focuses on two areas of concern. One, the process assesses and determines quantitatively the nation's present and future stock of and need for skills, knowledge, attitude and fitness by types and levels and indicating gaps and imbalances in accordance with national needs. Additionally, the process of manpower planning assesses and determines the quantitative adequacy of health services, food content and intake and shcool enrolment and outputs.

25. The process is indeed vital to the development of a sound human resource base for national development. The point is that manpower planning provides basic statistics to aid various sector planners in the formulation of policies and measures that would enhance the contribution of their respective programmes which impact a nation's human resource ability to develop and use of relevant skills, knowledge, attitude and fitness. For example, it permits the education techniques and teaching effectiveness. Food and health planners need the statistics to guide and assess programmes which affect those physiological resources (i.e. brain, nerves, sensory receptors and muscles) that need to be developed so as to enhance the development of cognitive, affective and psychomotor skills of the human resource. As for the human resource planner, the information will be used to manipulate equilibrium conditions in the labour market within sector, region, industry and occupation.

26. One factor leading from the above, which has been recognized over the years, but to which very little attention is given within the process of national planning, is the dynamic inter-relation which exists between the planning for human resource development and utilization on the one hand, and the planning for health, food and environment services on the other. Contemporary thinking has it that "ingredients" such as good health, nutritious food and a conducive environment do contribute simultaneously during the development and utilization stages of manpower. On the development side, it is now acknowledged that much of the foundation for a sound and healthy mind and body are laid at the formative years of a person during which time, the consumption of nutritious food and

better health care play a dominant role. Equally recognized is that workers attitudes, initiatives, energy and efficiency are heavily influenced by the intake of nutritious food, better health care and a conducive working environment. Therefore, planning for the development and delivery of these ingredients ought to be regarded not as ends within themselves, but as a means for the optimum development and utilization of a nation's workforce.

27. In view of the above, manpower development could be considered as activities and programmes that would increase the value of adequate and appropriate human skills, knowledge, fitness, attitudes and efficiency required of a high-quality human resource input into all sectors of the economy. Achieving this entails the development and operation of administrative institutions and instructional infrastructure for education and training as well as for the execution of appropriate policies and programmes to ensure the development of health, nutrition and a conducive environment.

28. It should be noted that manpower development within this context takes place at three levels. First, there is the role of the "invisible hand" or nature which administers a natural "process of learning by living". Then there is the impact of "self-development" which could be consciously on unconsciously administered by the person possessing the inherent resources. Finally, there is the "visible hand" or formal institutions which, probably because of their visibility, dominates manpower development planning and programming. Consequently, the required institutions and infrastructure referred to above should be of such so as to allow for the optimized development processes at each of the three levels.

29. Similarly, manpower utilization calls for the undertaking of activities and programmes that would mobilize, distribute and facilitate the effective use of the created human capital to achieve national and personal objectives. This would entail the development and operation of administrative institutions that would actually (a) locate, test and place job seekers (b) liaise between employer and employee organizations and (c) execute employment, income and labour productivity programmes.

30. Utilization takes place in either one of two forms. Manpower can be used to produce goods and services at a renter wage in accordance with another person or institution's goals. Alternatively, human skills, knowledge, fitness, attitudes and efficiency can be used by persons possessing these attributes to produce goods and services for meeting his/her own needs and objectives. The former could be referred to as "external employment" and the latter as "internal" or "self-employment". Though a significant proportion of the African work-force could be considered self-employed, very little planning and development of institutions and programmes have taken place with regards the optimization of self-employment activities in Africa. Needless to say that this neglect has withheld a major contribution from African development. Hence, efforts should now be made in the enhancement of activities and programmes that will not only promote "external-employment" but will optimize "internal-employment" as well.

IV. Human Resource Management in Africa

31. So far, we have considered the general nature and scope of human resource management with a view to guide manpower and other sectoral planners in understanding their roles in the whole process of human resource development and utilization. Perhaps the extent to which African planners have understood this inter-related role as referred to so far is reflected in a number of issues that characterized the process of human resource management in Africa. Below is summary of these issues and some ideas for consideration in response to the issues as identified by the ECA. They are presented here with the aim to stimulating discussion and guiding future actions in the establishment, development and operation of institutions and programmes for the planning of human resource development and utilization in Africa.

(a) Summary of major issues on the status of human resource management in Africa

1. Lack of universally acknowledged, accepted and applied operational definition of human resource and manpower in respect of their scope and nature;
2. Human resource planning is undertaken in isolation of (i) overall socio-economic development planning, and (ii) the development, allocation and productive utilization; and hence lack of co-ordination in the planning, the development and the utilization aspects;
3. Piecemeal and singular approach in human resource planning, with more emphasis on the quantitative balancing of the supply and demand equation, and little on qualitative and mutually supportive aspects;
4. Tendency to regard education and training as the only quality enhancing factor in human resources development, leaving out the role of health, nutrition and food, habitat/environment, productive employment;
5. Tendency to overstress the formal wage employment sector with little or no regard to self-employment, self income generation activities, and
6. The paucity of data and institutional arrangements for the collection, processing and application of data for human resource management.

(b) Ideas for consideration in response to the above mentioned issues

1. Like with other natural stock of resources, human resource should command a similar care in its development and productive use;
2. Like other natural resources there are specific variables that are innate and naturally occur in humans. These variables need to be identified and developed. They include:
   (a) Physiological resources consisting of the brain, nerves, sensory receptors, muscles and the skeleton metabolic body systems;

(b) The urge or drive for basic needs satisfaction and the propensity to engage in exploratory, creative, inventive, innovative and thought processes of research and development activities for sustained income generation activities thereby fostering technological change and spurring growth;

(c) Organizational traits embracing the inclination for order and organization which will allow a person to establish and manage the planning, development and utilization of other non-human and human resource bases.

The extent to which each of these innate resources is developed will enhance the output levels of the following human value resources as identified earlier:

(a) Knowledge of the whats, when and hows of doing things or phenomena
(b) Skills relative to

(i) intellectual "covert" thought processes often referred to as cognitive skills;
(ii) emotive aspect of feelings, interests, attitudes, motivations, emotions and value processes that are often referred to as affective skills;
(iii) performance skills of manipulation of tools, equipment and instrument for accomplishing tasks in production, service rendering and income generation, often referred to as psychomotor skills;

(c) Kennet or energy to endure and work consistantly through a process over time;
(d) Attitude in terms of commitment and seeing one self as part of a productive process;
(e) Efficiency in doing the work incurring the least cost in terms of efforts, time and resource inputs.

3. A comprehensive human resources utilization programme would therefore call for the:

(i) Generation and distribution of employment and income generation opportunities within the entire economy;
(ii) Effective allocation and appropriate deployment and utilization of human resources in all sectors of the economy;
(iii) Utilization of incentive systems for enhancing productivity and for influencing income generating activity;
(iv) Effective identification, development and exploitation of each individual's known "resources" for enhancing his/her self reliance and contribution to the nation.

4. A comprehensive human resources development programme would therefore call for a series of coherent and mutual re-inforcing policy and institutional machinery components involving a number of ministries, notably those responsible for social services, health, education, agriculture, manpower and development planning.

5. Institutional implications for ensuring the integration of the above human resources development and utilization programmes would require that the following subsystems be developed and operated as one system of the human resource management process;

(i) The human resource planning sub-system responsible for (a) balancing the equations for labour demand and supply and (b) setting policy and operational guidelines for the development and utilization of a quality human resource base for national development,

(ii) The human resource development sub-system to be responsible for the production of sectoral targets, mobilization of resources and execution of activities in education, training, health, food and nutrition, habitat and environment, employment and income generation activity;

(iii) The human resource utilization sub-system to be responsible for the activities that would actually identify and place workers and monitor programmes and policies that would enhance workers incomes and productivity.

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PREPARATION OF NATIONAL MANPOWER REPORTS

(An outline)

PREPARATION OF NATIONAL MANPOWER REPORTS
(an Outline)

I. Introduction

Difference between a national manpower report and a national manpower plan:

(a) A manpower plan outlines goals and/or objectives, and programmes required to reach the goal. It is a plan of action which outlines steps which will be taken to meet manpower requirements and overcome problems of manpower allocation and utilization in order to achieve national goals.

(b) A manpower report is a status report which indicates the current manpower picture in the nation; the progress achieved as of a certain date in implementing the manpower plan; problems encountered in implementation of the plan; suggestions (if possible) as to methods which might be employed to overcome problems and ideally draws attention to emerging manpower problems not covered by the manpower plan.

II. Frequency and Timing of Manpower Reports

A. Frequency

1. There is no one single answer to this question. Depends on:
   (a) Frequency with which revised manpower data are produced;
   (b) Resources (money and staff) which can be devoted to the preparation of the report;
   (c) Interest of government and non-government officials;
   (d) Need for a current assessment.

2. In most underdeveloped nations, it is not feasible to prepare a comprehensive annual manpower report.
   (a) Not feasible due to infrequency of revised data and lack of money and staff;
   (b) Probably the best that can be hoped for is a comprehensive report every 3 to 5 years with a short supplemental report annually (concentrating on problems in implementing the manpower plan and newly emerging problems - with no statistical appendix.)

B. Timing of the manpower report

1. Suggest the report be issued about the middle of the period covered by the plan and near the end of the period;
2. Preparation of report at the end of the period covered by the manpower plan can be co-ordinated with data preparation for the new manpower plan.

III. Organizational and Administrative Problems

A. Problems of co-operation and co-ordination between government and other agencies in the preparation of a manpower report.

1. Some aspects of the operation of almost every agency will be reported on directly or indirectly in the manpower report (education, health, agriculture, industrial and/or economic development, etc.);

2. Many of the agencies involved will have to furnish the results of statistical studies and/or operational information. In some cases it might be necessary to have them prepare parts of the report.

B. Responsibility for the preparation of the manpower report.

1. Again, there is no one answer. Will, in fact, often be determined by existing organizational structure of the manpower planning machinery and the level of interest;

2. Ideally, would be prepared by a team of staff directly responsible to the highest political authority.

   (a) Usually not practical, everyone wants his area of interest to be given special status and attention by the highest political authority.

   (b) Could also result in duplication of staff of the agency responsible for manpower planning, statistics, etc.

   (c) One solution has been to have an agency normally responsible for manpower planning actually prepare the report but issue it in the name of the highest policy making body.

      (i) Example - U.S. Manpower Report of the President is actually prepared by the Ministry of Labour.

      (ii) This procedure allows the President to use the report as a vehicle to promote proposed manpower programmes if he desires. He also has the option to have it released directly by the agency preparing it if he does not wish to actively promote new policies and/or programmes but still wants a status report and evaluation.

      (iii) One problem with this procedure is that it may make it very difficult to criticize programme officially supported by the Chief of State. Realistically, however, this is difficult in any case.

3. Another approach is to have the report released by a high-level inter-agency manpower policy committee with recommended policy and may be responsible for the preparation of manpower plans as well as manpower reports.

   (a) In theory, this is an attractive approach if the committee members are at the policy making level.

      (i) Facilitates co-operation, communication and co-ordination between all ministries with an input to the manpower report.

      (ii) Makes available to the committee all the expertise within the various ministries as staff support.

   (b) In practice, it also presents problems:

      (i) Some ministers may have very limited interest and be unwilling to give either their own time or the time of their staff to the committee. Result may be infrequent meetings, limited staff support, and delays in the decision-making process.

      (ii) Advantages of co-operation and co-ordination may be lost as a result of bureaucratic bickering and the suspicion of some ministers that others are trying to take over functions of their ministries.

4. A third method is to simply assign responsibility for the preparation of the report to a single ministry and rely on them to receive necessary co-operation from other agencies.

   (a) This is the most common method. Responsibility for preparation of the report is often assigned to the Ministry of Economic Development, Ministry of Planning, Ministry of Education or Ministry of Labour.

      (i) First two are the most common. In fact, will often provide most staff work even if one of the other methods of assigning responsibility is used.

   (b) In some countries, the manpower report may only be one section of a more general report on economic development or educational training. If a country has only limited manpower programmes this may be practical but it will tend to severely limit the scope of the manpower report itself.

   (c) Major disadvantage of this approach is difficulty of securing co-operation of other agencies:

      (i) Can help resolve by associating report directly with the Chief of State.

      (ii) May also restrict input of other agencies to furnishing data and feeder reports (agency responsible for preparation of report writes all the chapters themselves but uses extracts from internal or published reports of other agencies and statistics compiled by these agencies). This reduces reliance on other agencies.

   (d) Advantage is that responsibility is clearly assigned to one agency.

IV. Contents and Organization of a Manpower Report

A. Contents and organization will, of course, vary between countries reflecting differences in:

1. The goals, objectives and priorities of different countries;
2. The nature and scope of specific development and manpower programmes;
3. The organization of the government structure;
4. The availability and quality of staff and other resources;
5. The availability of manpower data;
6. The active interest and support received from high government officials.

B. General type of information desirable in a manpower report.

1. A general statement explaining the government's manpower policy, its goals and/or objectives and the rationale for establishing the present policy.

   (a) Should explain the role manpower policy plays in development.
   (b) May give some broad historical prospective concerning manpower policy development.
   (c) May explain reasons for recent or proposed changes in goals, objectives, or programmes.

2. Current manpower status and historical trends (with analysis by geographic area, nationality, industrial sector, occupational categories or other groupings where appropriate and possible). This section is devoted (to the extent possible) to an analysis of current and past statistical data and other relevant information on the following subjects:

   (a) population, labour force, employment, unemployment and underemployment (with appropriate analysis by industrial sector, occupation, nationality groups, etc.);
   (b) productivity;
   (c) immigration and emigration (may be combined with analysis of expatriate employment in 2a);
   (d) work stoppages, occupational health and safety etc. (as appropriate);
   (e) education and educational personnel;
   (f) skill training (institutionalized and non-institutionalized);
   (g) income and wages.

3. Discussion and evaluation of each of the major manpower programmes (may include brief description of each programme, implicit or explicit evaluation of success in achieving objectives; inter-relationships with other programmes, problems encountered; and possible solutions).

   (a) manpower development programmes (education, training, upgrading);
   (b) utilization and allocation programmes (such as employment service, relocation projects, income and wage programmes);

4. Discussion of programmes which are not in and of themselves manpower programmes but have serious implications on manpower requirements, supply, utilization, or allocation (show inter-relationships).

5. Revised estimates of projected requirements and supply with emphasis on highly skilled occupations (discuss imbalances, analyse reasons for imbalances, and suggest solutions in general terms, to either change future supply or requirements.

6. General discussion of unresolved manpower problems, and newly emerging manpower problems which may require future action.

7. Detailed statistical appendix if feasible.

C. Organization of manpwer report

- No one "right" organization. Choose most practical for your circumstances.

V. <u>Actions which can be taken to increase effectiveness and maximize use of the report</u>

A. Audience for whom the report should be written in the "informed laymen". Technical language should be avoided to the extent possible. Writing should be simple, direct and concise. If possible, use simple charts instead of complex tables in the body of the report.

B. Report should be distributed to all political figures in the administration, all ministries, the education, economics and business departments of all colleges and universities, state and local government leaders, labour organizations, and important members of the business community, and other interested individuals.

C. Short summaries of major conclusions and recommendations can be prepared and published as a separate pamphlet or in an appropriate magazine (without statistics).

D. A press conference and/or press releases can be used to inform people of the availability of the report and to awaken interest.

E. Devise means of obtaining feedback from important users to discover the e extent to which it is being used; the purposes for which it is being used; and how it can be improved.